

Preliminary Tables from *Study of Salaries of Child Welfare Workers* June, 1947

EDITOR'S NOTE: *The very recent, and therefore especially valuable, information of this article, concerning the current difficult problem of salaries, was supplied by Ralph G. Hurlin, Director of the Department of Statistics, Russell Sage Foundation, whose preliminary report of the study has already proved of large value to the member agencies of the Child Welfare League of America which co-operated in it.*

THE accompanying tables are reproduced by permission of the Department of Statistics of the Russell Sage Foundation from its brief preliminary report to participating agencies of results of the salary study which has been in process during the past summer. The Department has also supplied the following explanation of the tables. In addition to their use in the report sent early in October to the agencies which supplied the data, the tables were available for discussion at two conferences of executives of member agencies held by the Child Welfare League of America in September.

Although the present tabulations are tentative, only minor modifications are likely to appear in the final report. These tables, it will be noted, relate only to salaries in voluntary agencies. The final report will, however, contain results of analysis of the data of the smaller number of reporting governmental agencies.

The study was made at the request of the Child Welfare League of America and was planned to produce information fully representative of the League's membership. As in the similar study made by the Foundation Department in 1941, and in its briefer study of 1943,¹ the League's office assisted in collecting the data.

Extent of Participation

With eight exceptions, all member agencies of the League were asked to participate in the present study. The exceptions were four agencies which do not

themselves engage in care of children, one maternity hospital, and the three member agencies in Canada. The Canadian agencies were omitted because they are few and their salaries were believed to be substantially lower than those generally paid in similar agencies in the United States.

Of the voluntary agencies asked to participate, all but five supplied data, but the incomplete schedules returned by another could not be used. Sixteen of the participating voluntary agencies provide only day care, but day care is also a function of a larger number of other reporting agencies. Salary information for the day-care teachers will be presented in the later report.

Eight governmental member agencies did not supply data. Those which did include both state and local agencies. Because of their small number and variation in function and especially in

size, their data will not be adequately representative of governmental child care agencies. Comparison of the salary standards of individual state and local public agencies, especially of the larger ones, will, however, assist in evaluating the present general salary situation.

¹ *Salaries and Qualifications of Child Welfare Workers in 1941*, Russell Sage Foundation, 1943, and *The Recent Trend of Salaries in Child Welfare Agencies*, Russell Sage Foundation, 1944. A partial report of the first of these studies appeared in the December, 1942, issue of the BULLETIN. The report of a brief inquiry by the Foundation Department concerning child welfare salaries at the end of 1944 was made in an article in the January, 1945, issue of the BULLETIN.

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TABLE 1. SALARIES OF EXECUTIVES AND CASEWORK PERSONNEL, BY POSITION. REPORTING VOLUNTARY AGENCIES. JUNE, 1947^a

Position	Number of agencies	Number of workers	Annual Salary				
			Lowest	Lower quartile	Median	Upper quartile	Highest
Executive	144	144	\$1,980	\$3,600	\$4,500	\$5,550	\$15,000
Director or supervisor of casework, or head of district office	88	257	2,400	3,300	3,600	4,000	7,000
Casework supervisor (only)	88	202	2,400	3,300	3,545	3,850	4,800
Caseworker	133	1,024	1,400	2,280	2,550	2,880	4,050
Casework aide	37	60	900	1,620	1,800	1,920	2,280

^a In the cases of workers receiving maintenance as part of salary, the salary figures tabulated include the value of the maintenance provided as reported by employing agency. Workers for whom this information was not supplied have been omitted. A substantial number of the executives receive maintenance. Very few of the other workers included in the table do.

Salaries of Executives

As stated in the footnote to Table 1, the tabulated salary figures for workers who receive maintenance as part of their compensation include an estimate of the value of the maintenance received. Space was provided on the schedules to record the number of rooms and of meals received and any other maintenance provided. The value placed on maintenance by the employing agency, and presumably included in the wage figures for individual workers reported to the Bureau of Internal Revenue, was also requested. In the present tabulations the value of maintenance specified by the reporting agency has been used.

A larger proportion of agency executives than of other child care personnel, except houseparents, receive maintenance, and their non-monetary compensation not infrequently includes the maintenance of another person or persons. For these reasons the variation in agency evaluation of maintenance may considerably affect the summary salary figures for this position. The figures of Tables 1 and 2, however, probably give an approximately accurate indication of the variation of these salaries. As is to be expected, Table 2 shows that size of staff has a large influence on this variation.

It should be noted that the executives of several large agencies declined to report their own salaries for the purpose of the study. The highest tabulated executive's salary, therefore, may not be the highest present compensation for this position within this group of agencies. Had these salaries been included, the median and two quartile salaries for executives might also be somewhat higher.

Salaries of Casework Supervisors

Two lines of Table 1 relate to casework supervisors. In one, supervisors are grouped with the directors of casework of the larger agencies and with the heads of district or branch offices. The following line is concerned only with casework supervisors—that is, the workers whose chief function was reported

as supervision of casework. It is of interest that the addition in the more inclusive category of more than 50 workers who presumably have greater administrative responsibility has relatively small effect on the summary salary figures.

Salaries of Caseworkers

In this category are placed workers for whom casework was reported as the major function. Included here are some workers having the position titles, casework supervisor, intake worker, homefinder, and adoption worker, as well as those reported as caseworkers. In order to test the effect of including the workers bearing the specialized titles, several supplementary tabulations were made.

For 912 workers in the category whose title was caseworker the following summary salary figures were found: lowest, \$1,400; lower quartile, \$2,275; median, \$2,520; upper quartile, \$2,810; highest, \$4,000. These are very close to the figures for the total group.

The median salary of 51 caseworkers whose reported title was homefinder was \$2,500; of 32 workers reported as intake workers, \$2,868; of 37 workers whose reported title was supervisor but whose chief function was casework, \$3,000. The title, adoption worker, was reported for very few workers. The figures cited in this paragraph are probably less

TABLE 2. SALARIES OF EXECUTIVES, BY SIZE OF PROFESSIONAL STAFF. REPORTING VOLUNTARY AGENCIES. JUNE, 1947^a

Number of professional or houseparent workers on staff	Number of agencies and of executives	Annual Salary		
		Lowest	Median	Highest
25 or more	26	\$3,600	\$7,500	\$15,000
20 to 24	10	5,000	5,750	8,500
15 to 19	11	2,500	5,000	8,000
10 to 14	36	2,800	4,500	7,500
5 to 9	38	2,400	3,900	7,500
Under 5	8	2,400	3,700	5,000
Total	129			

^a Data for 15 day nurseries are omitted from this table.

TABLE 3. SALARIES OF CASEWORKERS, BY GEOGRAPHIC AREAS. REPORTING VOLUNTARY AGENCIES. JUNE, 1947

Geographic area ^a	Number of agencies	Number of workers	Annual Salary				
			Lowest	Lower quartile	Median	Upper quartile	Highest
New England	24	114	\$1,500	\$2,300	\$2,520	\$2,760	\$3,420
North Atlantic	36	359	1,400	2,400	2,640	2,900	4,050
East North Central	23	226	1,620	2,340	2,580	2,900	4,030
West North Central	12	92	1,800	2,220	2,490	2,760	3,420
Central Atlantic	7	42	1,664	2,080	2,330	2,700	3,170
South Atlantic	12	45	1,620	1,995	2,400	2,625	3,300
East South Central	5	22	1,680	1,920	2,070	2,300	2,700
West South Central	4	33	1,800	1,860	2,040	2,400	3,520
Mountain	1 ^b	7	—	—	2,310	—	—
Pacific	8	70	2,040	2,557	2,820	3,060	3,920
Hawaii	1 ^b	14	—	—	2,640	—	—
Total	133	1,024	1,400	2,280	2,550	2,880	4,050

^a The division of states by area is the standard one of the Bureau of the Census, except that here the title "North Atlantic," instead of "Middle Atlantic," is used for the states, New York, New Jersey and Pennsylvania; and the states Delaware, Maryland, West Virginia and the District of Columbia are grouped as the "Central Atlantic" area, leaving Virginia, North Carolina, South Carolina, Georgia and Florida to comprise the "South Atlantic" area.

^b The median salary for the single member agency of the League in this area is revealed only after consulting the agency and with its complete approval. The figure should be interpreted as representing the experience of but one agency. Its relation to the other geographic data is, however, of interest. For most of the other geographic areas, the number of agencies involved is too small to support definite conclusions concerning regional differences in salary standards.

TABLE 4. SALARIES OF CASEWORKERS IN CERTAIN CITIES. REPORTING VOLUNTARY AGENCIES. JUNE, 1947

City	Number of agencies	Number of workers	Annual Salary				
			Lowest	Lower quartile	Median	Upper quartile	Highest
Los Angeles	2	31	\$2,364	\$2,766	\$2,940	\$3,105	\$3,366
Chicago	4	94	1,980	2,520	2,775	3,060	3,660
New York	9	197	1,920	2,500	2,700	2,900	4,050
Boston	6	29	1,500	2,388	2,500	2,763	3,300

TABLE 5. SALARIES OF CASEWORKERS, BY SEX. REPORTING VOLUNTARY AGENCIES. JUNE, 1947

Sex	Number of agencies	Number of workers	Annual Salary				
			Lowest	Lower quartile	Median	Upper quartile	Highest
Male	—	71	\$1,980	\$2,600	\$2,800	\$3,000	\$3,660
Female	—	953	1,400	2,275	2,520	2,820	4,050
Total	133	1,024	1,400	2,280	2,550	2,880	4,050

TABLE 6. SALARIES OF HOUSEPARENT PERSONNEL, BY SEX. REPORTING VOLUNTARY AGENCIES. JUNE, 1947*

Sex	Number of agencies	Number of workers	Annual Salary				
			Lowest	Lower quartile	Median	Upper quartile	Highest
Male	—	39	\$708	\$1,718	\$1,860	\$2,010	\$2,750
Female	—	288	708	1,440	1,680	1,956	3,096
Total	45	327	708	1,470	1,710	1,976	3,096

* Comparison of the salaries of houseparents is complicated by several important factors. One is the probably large variation in the degree to which reported value of maintenance approximates its actual value. Another is the fact that maintenance for more than one person may be included in a worker's salary. Still another is that in some cases a salary is paid for a couple, rather than separate salaries for two workers. There are also differences in level of responsibility of houseparent positions which could not be taken into account in the present tabulation.

significant than those for the total group of caseworkers in Table 1, because the caseworkers reported under the specified specialized titles are only some, and perhaps a small proportion, of all workers having these particular functions.

Casework Aides

The workers classified under this title include those reported as aides, workers in training, and apprentices. In view of the continuing shortage of qualified caseworkers, it is significant that as few as

60 are found in this category. Their salaries, it may be noted, compare very favorably with those of qualified caseworkers as recently as 1941.

Although general tabulations to show the relation of salaries to the education and experience of workers have not been completed, these comparisons have been made for aides. They show that these are chiefly beginning workers, with college but without professional training. All but seven had college degrees and all but one some college training. Nine had some school of social work training. Twelve had had three years or more of experience.

Geographical Variations

The data of the study are not sufficient to demonstrate conclusively geographical differences in salaries. The evidence of Table 3 on this point, however, is of interest. The reported casework salaries are highest for the Pacific area, but the number of agencies for this area is unfortunately small. The summary figures for the North Atlantic and East North Central areas are closely similar, and probably significantly higher than those for New England and the West North Central states.

The southern states again are characterized by low salaries. Attention should be called to the explanation in a footnote of Table 3 of the division of the familiar South Atlantic area, and to the fact that the salaries of the reporting agencies in the northern

of the two resulting areas, containing both Baltimore and Washington, are similar to those in the more southern Atlantic states.

Prospective Salary Changes

Each participating agency was asked to state when reporting its salary data whether or not general salary changes were then under consideration, and, if actually in prospect, when they were expected to occur. Seventy-two agencies reported, in either June or July, that such a change was being considered. This is approximately 45 per cent of the reporting voluntary agencies.

A few agencies anticipated retroactive salary increases. In two instances such changes were reported later, and the revised June salaries were used in the tabulations. Only seven agencies anticipated change of salaries in July, none in August, ten later in this year, and 27 in January. A large majority gave no indication concerning a probable date of change.

Retirement Plans

The agencies were also asked if a retirement plan was now in effect, and, if not, if a plan was under consideration. The answers to this question gave the encouraging information that nearly two-thirds of the reporting voluntary agencies now have effective retirement provisions. Of those which do not 33 were considering adoption of a plan. In one of them the plan was expected to become effective in August.

Establishing a Subsidized Foster Home

GERTRUDE A. GLICK, *Executive Director*

The Jewish Social Service Bureau, Pittsburgh, Pennsylvania

OVER a period of years The Jewish Social Service Bureau of Pittsburgh, a multiple service agency, experienced continued difficulty in finding foster families interested in giving temporary care to infants and older children pending determination of more permanent plans, i.e., placement in long-time foster home, adoption home, or return to own home. To meet this urgent need, the agency decided about two years ago to consider the establishment of a subsidized foster home. The responsibility for exploring the project and bringing a recommendation to the Board of Directors was assigned to the Foster Care

Committee of the Board on which there was staff representation.

Several meetings of the Foster Care Committee were held before they were ready to formulate recommendations. At these meetings, staff representatives reviewed how other agencies, locally and in other communities, met the problem. They presented the possibility of utilizing or developing several foster families occupying larger residences than needed for their own families to serve as temporary foster parents. This was not found to be feasible as no families could be located which would undertake the responsi-

bility. However, one family living in an apartment who had been serving as a foster family for about two years expressed a definite desire to provide temporary care if suitable living arrangements could be made. This family, consisting of parents and three children, then 12, 14, and 16 years of age, had already demonstrated unusual ability to work with children and with the agency.

The caseworker encouraged this family to seek larger quarters and in the meantime reviewed what the proposed undertaking involved pointing up the inherent difficulties as well as the satisfactions. The family evidenced consistent and unfailing interest and made efforts to find a place. However, every suitable house that could be rented was also listed for sale and it was agreed that there would be no security under such conditions. Consequently, it was proposed that the agency buy a house. More committee meetings followed. Many questions were raised. What funds could be used? Invested funds were limited in amount and came from the family division of the Bureau. What financial arrangement could be made with the foster family? What assurance would the agency have that the family would not find the undertaking more difficult than they anticipated and give it up? With the shortage of household help, how could the family expect to maintain continuous help for a large house with several small children?

Consideration of these questions took a long time, and there was a great difference of opinion among the committee members. Finally, a specific house was found as the result of the interest of one Board member. This house was unusually well-suited to the agency's needs; right size, good location, in good condition, although some repairs were needed.

Financial arrangements were discussed with the foster parents. They felt that the agency should meet only operating expense beyond that of their current home and that a reasonable monthly service payment should be made, in addition to regular board rate for each child placed there. After considerable committee discussion, the Chairman of the Committee brought the following recommendations to the Board of Directors:

1. That the agency reinvest up to half of its invested funds in the purchase and renovation of a house to serve as an agency foster home;
2. That the foster family occupying the house be responsible for giving temporary care to four children at any time, two of whom might be infants;
3. That the following financial arrangements between foster family and agency be made:

- (a) The agency will pay regular board rate for each child placed. In addition, for their specific service the foster family will receive free quarters, upkeep of house (utilities, repair), cash payment of \$13 a month. This amount is the difference between service fee to them of \$65 a month and \$52 which represented costs of rent and utilities in family's previous quarters.
- (b) The agency will be responsible for repairs to the property; the family, for keeping the house and premises in good condition and for notifying the agency of needed repairs.
- (c) If the family employs either full-time or part-time day workers, the agency will reimburse them for expenses of such domestic help not to exceed \$25 a week.
- (d) Family is to provide its own telephone service.

The Board of Directors approved the Committee's recommendation and at the expiration of the six months' notice period to the occupants of the house, the agency's foster home was established.

The house was put into good condition, the foster parents participating in decisions whenever possible as the house was to be their home. The agency provided furniture for the additional rooms while the foster family met expenses of any refurnishing they desired for their usual rooms.

A year has elapsed since the agency has had the benefit of this resource for temporary care. During this period, 13 children have been cared for in the home for varying periods of time. Four of these were infants, and 8 were children ranging from 4 to 18 years of age. The size of the household has not created unusual problems and the foster family continues to view their responsibility as a challenge and a community service.

With the establishment of the home, it was necessary to develop a clear statement of its purpose and criteria for use. We saw this facility as providing a home for:

1. Children requiring emergency care and shelter outside their own homes because of illness of either parent, abandonment, or neglect.
2. Children needing temporary care outside their own homes as part of a total casework plan.
3. Children presenting special problems requiring study before a long-time plan for their care can be determined.
4. Children for whom adoption is the ultimate plan.
5. Children whose parents are not ready to accept foster home care.

The worker helped the foster parents gain understanding of the differences between temporary and long-time care for the foster parents, child, and own parents. Child care agencies have learned that temporary foster parents can better undertake the risk of not knowing a child and working with the agency toward an understanding of the child and then have him leave, whereas regular long-time foster parents are geared much more to their desire to be accepted as parents. It is easier for a child to work out the great pain of leaving his parents if he is not, at the same time, burdened with the necessity of relating deeply to substitute parents. In the temporary home, it can be possible for the child to experience the loss of his parents, and with a minimum pressure for adjustment he can begin another phase of his life, taking on substitute parents. In the use of the temporary home, there is opportunity for the child and his parents to begin to work upon feelings and attitudes activated by the placement experience. It is recognized that the use of a temporary home may not be the only way to deal with such feelings and attitudes, but it is a helpful way.

With the purpose of the agency's temporary home clearly understood by caseworker and foster parents, such a facility becomes an important part of the structure of the agency. In the home described, the foster parents have demonstrated ability to relate to and work with various members of the staff without confusing lines of responsibility. A member of the Child Placement Unit is administratively responsible for the temporary home. She keeps in close touch with the foster family. Other workers in the Unit are responsible for notifying this worker when placement or removal of a child are under consideration. When another caseworker in the Unit makes use of the home for a child under her care, she continues as the worker for the particular child.

During the past year, the agency has continued to have difficulty in finding foster homes. However, with this temporary care resource, we are no longer in the position of having to use new foster homes in situations where so much is "unknown," and infants for whom adoption is a possibility have had the benefit of experienced, skillful mothering in only one home before adoptive placement is made.

Since establishment of the home, reports have been brought back to the Foster Care Committee and to the Board of Directors on the use made of the temporary home, its meaning to the child, and value to agency and community. It is agreed that the agency's establishment of this resource makes possible better service to children and community.

Soaring Living Costs Threaten Child Welfare

Survey by F.S.A.A. Reveals
Family Troubles Grow as Living Costs Soar

AMERICA's family troubles, still reflecting the upsets and strains of the war years, are being inflated anew by the pressure of high living costs, according to a survey just reported by the Family Service Association of America.

From reports of 114 of its member agencies in cities from coast to coast, the Family Service Association of America concluded that high prices are not only presenting millions of families with the severe difficulty of making ends meet but, directly or indirectly, *contributing to the frequency of marital friction, separation, divorce and the insecurity of children.*

Frank J. Hertel, general director of F.S.A.A., said that examination of the kinds of problems being brought by parents and breadwinners to family agencies at present provides ready proof that inflation, like depression, seriously undermines the stability of home life.

"The effects of abnormal phases in the economic cycle, however, cannot be measured in terms of current statistics," Mr. Hertel declared. "*Children growing up in an atmosphere of frustration and uncertainty in one generation tend to carry over the same instability in home life to the next. Family difficulties, therefore, are not only increasing at the moment but still more are being sown for a future time.*"

The family service agencies in the F.S.A.A. membership, located in every principal city of the country, are for the most part Community Chest supported and exist to give people guidance and assistance in working out personal or family problems. Of the 114 included in the survey, 96, or 84 per cent, found that the rise in living costs had increased perceptibly the amount of problems brought to them for help in recent months.

Families in the lower income brackets are obviously the most affected. Inflated living costs were generally seen as creating or aggravating tensions between members of marginal income families by 84 per cent of the reporting agencies. Yet families in better circumstances are by no means immune. More than half of the agencies observed that the pinch of living costs was responsible for increased difficulties among families in the higher economic levels.

Although the giving of relief funds has become primarily the responsibility of public welfare depart-

ments of state and local governments, the privately supported family service agencies noticed a strong trend among small income families, not eligible for public assistance, to ask their help in supplementing modest budgets which no longer can cover family necessities. Almost three-fourths of the agencies (82), acknowledged increases in requests for this type of help to help cover food, clothing, rent, emergency health needs and other family essentials.

Even where incapacitated families are obtaining financial assistance from public agencies, the family service agencies found a sizeable flow of applications from families who claim relief grants are too small, in view of present prices, to keep their families going. Nearly half of the family service agencies noted a recent gain in such applications. In some cities and states the situation of these families has been made more desperate by an actual lowering of relief standards in recent months, making fewer people eligible for public assistance.

Where some months ago many families managed to buy their minimum needs in food, clothing, and shelter, and still manage to pay the doctor, the survey showed that increasingly lower income families have not enough money now to pay for essential health care. This is reflected in the report by 60 per cent of the agencies of increased requests for assistance in meeting medical expenses.

Another indicator of family troubles is *an apparent increase in many sections of the country of the number of mothers who are finding it necessary to take jobs to bolster up the family earnings*. A total of 50, or 43 per cent of the agencies, observed an increase in the number of working mothers, and an about equal number of agencies observed a gain in the number of mothers, already at work, who no longer find it possible to afford adequate care and supervision of their children while they were away from home. Nearly a fourth of the agencies traced this inability to provide adequate care for children of working mothers to an increase in the number of "problem children" brought to them for help.

Social workers in the family service agencies detected many other ways in which high prices are rapping against family stability. They mentioned most often the inability of families to house themselves adequately, not simply because of the shortage of housing space, but because small wage earners could not afford the rents even where space became available.

With equal frequency, they cited the number of

families seeking their help and advice because they had exhausted savings, gone heavily into debt or overextended themselves in installment buying.

Other important evidences of home finance difficulties observed by the agency workers include:

Inability to afford replacements in broken household equipment which increases family labor and hardship

Children leaving high school to help support families

Families hard-pressed to buy adequate food and unable to meet special diet needs

Less use of recreational resources costing money

More marital friction—husbands don't understand why wives can't manage family funds

General feeling of hopelessness about lowered standards of living

Children kept out of school because of lack of proper clothing

Postponement of needed medical and dental care

Families unable to continue support of aged or sick relatives

The family service agencies surveyed appeared in general agreement that the largest proportion of the families hard squeezed by the inflationary vise were not at this point in the process of breakup and failure. As Family Service of Delaware County, Pennsylvania, put it: "For some families, the necessity to find ways of stretching their income has been a rallying point for the family to work together." On the other hand, in families where there is already instability and discord, high living costs are frequently providing the "last straw" in family breakdown.

In scores of different ways the family service agencies are endeavoring to help families meet inflation troubles. They have encouraged public agencies to assume more fully their primary responsibility for giving adequate relief; informed clients of situations in which they become eligible for public assistance; spread information on means to budget, conserved and made dollars stretch; helped family members find better jobs or supplement low incomes; found means for children to be cared for while mothers work; provided money for acute medical needs; arranged for placement of children where homes broke up.

BULLETIN

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Henrietta L. Gordon, *Editor*

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Children's Institutions Changing Rapidly

THERE are good reasons to believe that in the next five or ten years many children's institutions will undergo radical changes and that these changes will be greater than in any other period in the history of child welfare. The adaptations now occurring and known to the Child Welfare League of America include changes in function, changes in staffing and changes in plant, notably changes which reduce the number of children in the group under each house-mother.

World War II placed all institutions of any size at a serious disadvantage in the matter of staffing and even a few very small institutions had serious personnel problems. Younger workers, and some of the most capable, by the thousands left all types of institutional employment. Some of those who left went to the armed forces or government civil service and many went to war industries to earn in a week as much as the institution had paid them in a month. Consequently institutions had to employ men and women in their fifties and sixties, and even to hold these older workers salaries had to be brought to higher levels. It is not uncommon to find institutions paying housemothers \$100 to \$125 a month and maintenance in contrast to the \$50 a month which was so common in 1940. Along with customary salary increases boards of directors, in all parts of the country, have brought their institutional workers into the National Health and Welfare Retirement Association, thus giving the workers a security they never before possessed. The salaries on the higher levels now reached, and with the advantage which maintenance now gives, still are inadequate in view of the improved services which are being expected of such workers. A capable housemother must be as resourceful as a teacher or nurse.

The wartime effect of staff shortages and the employment of old and even infirm workers was a sharp deterioration in services. Boards of directors lost that

complacency which always has been easily acquired by those who govern, whether in children's agencies or other human institutions. They became aware that the institution's principal purpose was not being fulfilled. Some were startled into a realization that in their institution the service never had met the needs of the children under care. Higher costs for the same or even inferior services were inescapable.

The institution which has acquired a capable staff now can provide services which were beyond the powers of their less competent predecessors. It is such differences within the institution, as well as the new demands from outside, which underlie many adaptations of function. Most institutions for dependent children nowadays are working in close co-operation with agencies which provide foster home care. As institutions employ social workers many add foster home care to the institutional care traditionally provided. That many children need both types of care, one in preparation for the other, is more commonly accepted than before the war. In the last three years several large child placing agencies have acquired small institutions which seemed quite necessary. There is a greater tendency than ever before to give infants and preschool children priority in the use of foster homes, the only type of foster care in which we can expect them to receive the individual care and affection which they crave.

The average length of stay in institutions has been reduced since passage of the Social Security Act ten years ago. It may be even further reduced as our states and local communities improve public assistance and family welfare services. The institution with small living units and superior staff, properly can provide some care over a period of several years. To do so usually is desirable for a sibling group of three or more unless the unusual foster home suitable for such a group is available. Recognition of this role on the part of institutions is leading to the provision of small cottages for ten or twelve in which brother and sister may live together. For such children and for the boy or girl who will not accept a foster parent, institutional care for several years may be indicated. For teen-age children a good institution sometimes is to be preferred. Even more significant is the demand for institutional care for emotionally disturbed children.

Several plans for cottages, to replace old congregate buildings, have been scrutinized recently by the Child Welfare League's staff. One-story construction with a cottage for ten or twelve or a duplex one-story cottage with two such units, seems to be consistent with the functions of most institutions for

dependent children. It is hopeful that functions and staffing are undergoing change at the same time that institutions are planning to rebuild. There could not be a better time to plan to modernize, with the best leadership possible, most of the children's institutions in the United States.

HOWARD W. HOPKIRK

Alice T. Dashiell Leaves League Staff

THE decision of Alice T. Dashiell to resign from the staff of the Child Welfare League of America is hard to accept. Her services over a period of nearly five years have meant much to the League and the pleasure of working with her has meant a great deal to her associates. Like those who have come closest to us we have taken her for granted and will find it difficult to do without her.

Her personal plans which have led to this step will permit her to live at her home near Downingtown, Chester County, Pennsylvania, after November 15th. As of December 1, she is to be Executive Director, Family Service of Chester County, Pennsylvania. As others of the League staff continue their interminable travels they will envy her as she re-establishes herself in one of the loveliest parts of eastern Pennsylvania.

The board of directors, staff and constituency of the League repeatedly have expressed a high regard for Miss Dashiell's achievements. When she came to the League she organized its services in the field of day care, thus enabling the League to fulfill its role as successor to the National Association of Day Nurseries. As a consultant on day care she has been in demand in all parts of the country. During the war she represented the League effectively in Washington as we strove to obtain a balance of the professional services most essential in day care. She has done much to bring together educators, physicians and social workers, as at the League's Tri-Profession Conference held at Old Lyme. These are only typical of the lasting contributions Miss Dashiell has made in the name of the Child Welfare League of America, contributions which are in the League's best traditions and which entitle her to a place among those who have built these traditions.

It is difficult to see her go. Our best wishes go with her.

HOWARD W. HOPKIRK

Licensing of Foster Homes for Children

The following is part of some correspondence from a staff member of the Child Welfare League of America with a public welfare official where a new ordinance for licensing foster homes is under consideration in a large city. This statement in the main covers the same points made by this League representative during a field visit but later recorded in writing at the request of the local official.

The licensing of foster homes for children has a relationship to the licensing of agencies, and also of institutions if the latter do any child placing. My main, over-all observation is that the licensing of agencies, institutions, and foster homes is, in my opinion, properly a responsibility of the child welfare division of a state department of public welfare in any state. While by statute this responsibility may be lodged with the state welfare department, it should be assigned by administrative action to the child welfare division. There seems a great loss in having state licensing in a separate state board or agency (not the state department of public welfare), as is the situation in your state. The workers in the child welfare division of a state department of necessity have relationships with these agencies and institutions, and licensing powers would constitute only one tool in discharging responsibilities for the protection of children. It is logical for various reasons that the same agency which licenses institutions and agencies also be the agency to license foster homes. Some of the homes are used by these licensed organizations, and other children involved are known to the public licensing agency. There is also the consideration that in a degree some of the same techniques are involved.

In general, my belief is that there are advantages in an adequate state statute rather than a series of municipal ordinances (or a combination of both systems) in respect to licensing of foster homes. Under such a state statute this licensing, as already indicated, should be one of the functions of the child welfare division of the state welfare department. I do understand, however, that your city is legally a "home rule" city. If you are to continue to have a city ordinance providing for licensing of foster homes by the city, of course you want the best possible ordinance. I think that in the past the state board in your state which carries licensing responsibilities has had some understanding with public authorities in your city and county regarding not making a second investigation of homes licensed by the city. Certainly such an arrangement could be made whereby a state

authority would accept the recommendation of the city and county welfare agency.

Under a municipal ordinance the responsibility for such licensing should be vested in a local department of welfare in my opinion. It might be provided in the ordinance itself, or this could be done as a matter of administrative ruling, that there should be clearance with other city departments, as those concerned with public health and with fire hazards. I believe, however, there should be only one license and that issued by the welfare department. The reports from the health department and the fire department should come to the welfare department before the license is issued. I question the necessity of the health department's sending a representative into every foster home; I think this might well be done at the request of the welfare department. Perhaps there should be, however, routine inspections as to fire hazards. The function of the health department in such a situation would have largely to do with sanitation (and water supply in the case of rural homes, especially) and certainly not with the health of foster parents or children, which would be for the welfare department to determine through use of proper medical facilities.

In drafting any ordinance to present to a city council (or any bill for a consideration by a state legislature) which prescribes a licensing system, there is need of determining whether detailed requirements are to be stated within the ordinance (or statute) itself, or whether broad powers are to be given to the administrative authority. Within such broad powers, the administrative agency can outline standards or rules. Advantages of the so-called administrative system are, of course, that it is easier to make changes in rules than in ordinances or laws and that there is more flexibility in administration. For example, we may say that a separate room should be provided for sleeping purposes for each child (or for each child over a certain age) and yet in a particular home where this is not possible, other values may outweigh this and make it desirable to issue a license. As long as administration rests in a responsible agency with standards for its personnel, such leeway is not dangerous. There is a considerable discussion over the country as to the value of standards versus rules and regulations. The former outline what is considered adequate and hence to be desired, rather than minimum requirements.

Provisions for licensing of foster homes vary greatly as to coverage. In some places such provisions apply to all types of foster family homes, including work, wage, free (including adoptive homes during the trial residence period) as well as boarding homes.

It is desirable to have this complete coverage, which should also be complete in respect to age and number of children. It is important to protect placed children of any age up to 16 or 18, and whether only one such child or more children are involved. In actual practice there are great variations. In some places only boarding homes are included, or only homes caring for babies, or only those giving care to more than a certain number of children not related to the foster parents.

In general, a system for public licensing of foster homes should include homes used by licensed agencies and institutions, but the studies and recommendations of such licensed organizations may be used as a basis of licensing by a public authority.

I believe it of the utmost importance to seek legislation in each state regarding placement of children since the licensing of foster homes in itself does not begin to meet all of the problems involved. This, however, goes beyond the scope of the subject of this memorandum.

MARGARET REEVES, *Field Secretary*
Child Welfare League of America, Inc.

NEWS FROM THE FIELD

LONDON DEVELOPS HOMEMAKER SERVICE

Reported by ALISON SETTLE

A SERVICE of Home Helps, never more needed than today for families struck by illness and emergency, has suddenly proved itself an outstanding success after years of apparent failure.

Based on the original experimental service at Oxford, 40 towns and 11 counties are now operating Home Help Services, run by the Women's Voluntary Services in co-operation with the local authorities. They employ an average of 30 women workers whole-time in the towns, and of ten in rural areas, though in the "model" centers such as Bedford, Shrewsbury, Cambridge, and Worcester the average is 40. Forty such Home Helps can serve 100 families a week, some whole-time, the majority for a few hours at a time.

There is no distinction of class or income in the Home Help Service, only of need. Priority of claim goes to mothers who are ill or are called away by urgent duties. Home Helps are also sent where there are cases of sudden illness among the old, though not where illness is chronic. If a family cannot pay the sum demanded, 1s. 7d. an hour, automatic adjustments are made through the department of the local Medical Officer of Health to which all requests for the services of a Help should be made.

GUARANTEED WAGE AND PAID HOLIDAYS

Helps, for their part, receive a guaranteed wage of £3 11s. 6d. a week with paid holidays from the local authority. This is considerably less than the workers could earn outside this Service, but they are very proud of their status and usefulness and willingly accept the lower, but guaranteed, income. And whereas it had been said that women dislike domestic work, the localities report them very happy in this pioneer service, in particular liking the variety of experience they get and appreciative of the real gratitude of the families.

Now they are to have an outdoor uniform as well as an indoor one, something which was deferred until the Service could be declared really successful. Oxford, the pioneer town, has already put its women into green topcoats and caps with an "H. H." badge; Cambridge, Shrewsbury and Bedford are waiting for final allocations of the cloth to follow the Oxford example.

A NEW CAREER: HOME HELP ORGANISERS

The main credit for this achievement goes to Mrs. Teresa Macdonald, of the Oxford W.V.S. It was she who established there the experimental center which the Ministry of Health now recommends as a model to authorities throughout the country. The week-by-week documentary diary which she kept of the Service's failures and successes has been printed and sent around for guidance. She travels the country on behalf of the W.V.S. to help in establishing new services. But the initiative must come from the local women who feel the need for such a service.

Out of this success has arisen a new career for women—that of Organisers for the Home Help Service. Once the W.V.S. and the local authority have initiated the work, the Organisers take over and are paid by the local authority with the aid of the Ministry of Health.

Existing Home Helps are now taking the new Diploma of the National Institute of Houseworkers; they receive a four-day test at Oxford. Some will be offered six months' training, probably at the N.I.H. training centers now being set up. There will also have to be courses for Organisers, who earn around £300 a year.

New League Publication

PROTECTIVE SERVICE: A case illustrating casework with parents, Norma K. Page, October, 1947, 40 pp. 75 cents.

Institutional Management

Some Personnel Problems*

The application to social welfare institutions of some principles developed for management of industrial organizations.

The executive or administrator of an institution like the manager of a business establishment is there to execute, administer, manage. Both are given a certain purpose, a goal by the framework of their charter or by the order of the department to which they are responsible. This may be the training of children who are socially unadjusted and unable to profit from help available in the community. Within this executive frame he outlines his policies and determines the methods which he wishes to employ in order to achieve the end. The amount of supervision to which he is subjected by the board or the administering department varies from institution to institution; so does the amount of responsibilities which he delegates to his subordinates, and the extent to which he permits participation of all or some of the members of his staff in the process of formulating these policies. There is no theoretical principle that governs the expansion or restriction of the activities for the executive as long as he adheres to the goal for which the organization strives. Theoretically, within the limits of his budget, he can delegate any function; practically, he will retain the most important ones for himself. The size of the organization will be decisive in many minor questions. In smaller institutions admission, hiring and firing of personnel, chairmanship of meetings, disciplinary decisions of major importance, general supervision will remain the prerogative of the executive while he must delegate even these functions to subordinates in a larger organization. Traditionally board and outside relationships have been reserved for the administrator, but they need not be so theoretically, nor are they always practically, except for board contacts, the latter probably because the executive is the connecting member between board and institution proper. Never, however, either theoretically or practically, can the administrator abdicate his policy-making function because it embodies the essence of his position and of his work.

Now integration of services is something that requires much thinking and planning, both on the

* From a paper entitled "Integration of Institutional Services—An Administrative Function" delivered at Eastern Regional Conference of Child Welfare League of America, Baltimore, Maryland, February, 1947.

policy and on the specific-case level. The importance of a clear, distinct, workable and practical structure and organization is not to be underrated. But this kind of planning is simply not enough. We must go beyond this point and see to it that all our beautiful theories and plans are put into effect, are made to "work," materialize; this means that plans and suggestions and orders are being carried out in the individual case by those who deal with the situation immediately and directly. Thus in planning and thinking of integration of casework and group work or for that matter all the services of his organization, the administrator must not only "plan," that is, plot their proper functions and relationships, but he must also see to it that they are carried out properly and efficiently. I speak in this connection also of "planning" and do so deliberately. Too often in the past has the opinion been held that all that is necessary to achieve this end is supervision and checking. It is only recently that we have begun to understand that this is a problem of its own and a proper subject of study and research and in doing so we have learned to see how really very complicated and involved this whole matter is and how many intangibles enter into the discussion. Now it is quite true that these researches were made in large industrial plants which employ a great number of workers, far beyond the scope of even our larger institutions, and one can hardly refute the opinion that in such large establishments these problems are more acute and the need for remedy more urgent. Yet as has been pointed out repeatedly in principle they apply also to smaller and nonindustrial organizations. Thus we seem to be justified in our assumption that they have validity for the problems of institutional management and that a better understanding of them may contribute significantly to a better integration of institutional services.

In order to bring about a realization of such plans on the practical level, "in the trenches" so to speak, two elements need be given attention. First the person who deals with the situation directly must have proper information and knowledge, and secondly, he must have good will, a spirit of cooperation, good working morale. That knowledge of principles and theories seasoned by practical experience is essential, may be considered a commonplace and needs no further elaboration. Until comparatively recently however very little has been known about the second element and consequently considerable attention has been paid by these students to the importance of morale for the efficiency of the work process. I would like to emphasize

some of the principles have been discovered in this connection and since it is impossible to exhaust the wealth of material in this discussion I shall try to select a few which have a very direct bearing on and are applicable to the institutional situation.

One of the first and perhaps most important discoveries has been the influence of attitudes, feelings, sentiments on the efficiency of a worker. It has been proven statistically and beyond doubt that no external working conditions, such as lighting, rest pauses and similar technical arrangements, but rather the emotional tone with which the employee approaches his job, are of vital significance for success. This has practically reversed the trend of thinking and demands an entirely new approach to the problems of personnel management. It also throws a new light on the significance of tradition. For tradition, the composite of such sentiments and attitudes, is perhaps the essence of the working morale of an organization. This both emphasizes and explains the danger of frequent staff changes—; they counteract or hamper the formation, development, and strengthening of attitudes which cannot be conveyed by a staff manual or by lectures but are acquired through active participation in the work over a comparatively long period of time. Realization of this rather elementary fact also breaks down immediately the fallacy of the dominance of the so-called economic motive, or for that matter, of any single motive in the determination of human behavior. It is evidence that human action, be it that of an individual or of a group, is the result of the need for balance between divergent motives and objectives.

Each individual employee strives for emotional equilibrium, some sort of a balance between the demands that are being made on him by his position and the expectations, both financial and otherwise, which he brings to his job. Economically his interest is not limited to his weekly pay check. Equally important to him is the security and the chances for advancement that are in evidence. Even within his work situation financial gains do not exhaust his expectations. The economic motive within a social setting is important to human beings, for together they constitute social living, the source of human satisfactions. Thus frequently not the amount of salary drawn by the individual worker but the "wage differential," *i.e.*, the amount of his wages in comparison with other employees in the same or similar categories, is the source of satisfaction or discontent. Other elements of the work conditions often have a social significance which is not readily seen by the

outsider but of major importance to those who are members of the organization. Size and placement of desks, type of office furniture, availability of a special telephone and secretary are some of these things that matter little but mean much for they are symbolic of status. Where, as is the case in most institutions, maintenance forms part of the remuneration, the size and location of apartments, their interior decoration, washing and eating facilities also enter into the picture. In addition a satisfactory work situation must furnish opportunities for social intercourse both in economic and in recreational activities. A worker cannot be happy and consequently efficient unless he feels himself of the group. Furthermore, it is impossible to look at the situation of an individual employee merely from the professional angle. His personal preferences and antipathies, satisfactions and frustrations also enter into the picture, often more dynamically than his vocational interests and professional ambitions. The needs of people when they are at work and when they are at home are not as different as is so often assumed. There is a strong and intimate interrelationship between these two spheres of activity. This is true for all people, but it is particularly true for employees of an institution many of whom have to merge their personal lives with their professional duties.

If group integration and group acceptance are part of a worker's social satisfactions, such groups take on an increasing significance. A proper balance of group attitudes and group influences becomes important to staff morale. Petty jealousies, formation of cliques, contention for power, often operate to the detriment of the general purpose of an institution. They have been known to be so detrimental as to become potential factors of disintegration which must be dealt with promptly and courageously to counteract their pernicious influence. Obviously destruction of the group is not the answer. Rather every effort must be made to gain their cooperation through recognition and the achievement of adequate balance whereby they may become positive rather than negative forces in the institutional setting.

Actually, whether recognized or not, such groups do exist. At least in larger institutions one readily discovers besides the planned or formal structure an informal organization which has its own informal code of behavior and its way of controlling the behavior of its members. Although such informal organization exists without a corresponding formal structure, informal organization is recognizable because behavior that is perhaps the most consequential derives from its sentiments and attitudes. Its

social color pervades every action and human relationship. The members of these informal groups derive their greatest satisfaction and sense of security from it. It has been said that the social contour within a formal organization is a determinant of a group's morale. Thus in the interest of efficient management the realization of the interdependence of these various factors and the study of the mutual reactions between formal and informal organization becomes an important administrative function and a condition for a dynamic integration of services. It will be readily conceded that the scope of managerial functions must be enlarged widely and significantly if these principles are accepted as valid and sound. It is no longer sufficient to introduce certain improvements in salary scales, time-off schedules, structural organization, or to attempt to improve inter-staff relations by admonitions and advice or by parties and other recreational activities. The administrator must take notice of the intangibles which create and comprise such phenomena as the informal organization and personal and group equilibrium. *Take notice* here has a double implication; first it means literally find out what it is all about; second it means react to it in an intelligent and helpful manner. Both require an easy communication between the top and the front line services, and vice versa. In many organizations the lines of communication function quite well in one direction, from the top to the bottom, but there is rarely a realization of the fact that the reverse process is of equal importance, and this oversight, in turn, accounts for the lack of facilities to achieve this end. Yet the administrator of an institution cannot and should not content himself with organizational structure that assures an easy transmission of the orders which he gives in carrying out his policies and in supervising and enforcing their execution:

He should also acquaint himself thoroughly and conscientiously with the trends and crosscurrents that permeate his organization; he should be equally interested in the reaction of his subordinates to his orders as well as to the rules, regulations and general policies that emanate from the top, and in the emotional tone with which they are received by those who deal directly with the children.

Failure to do so leads to a difficulty frequently observed in larger institutions, namely that a sort of passive resistance is practiced by some of the employees and thus the efficiency of the program hampered, if not obstructed.

DR. RUDOLF HIRSCHBERG

At the time this paper was delivered, Dr. Hirschberg was Assistant Director, The Children's Village, Dobbs Ferry, New York.

Regional Conferences

THE Southern Regional Conference will be held February 19, 20, 21, 1948* in Charleston, South Carolina. Headquarters are at the Francis Marion Hotel. The Chairman is Mrs. Kate B. Helms, 2620 Preston Street, Columbia, South Carolina (formerly Chief, Division of Child Welfare, State Department of Public Welfare).

The Ohio Valley Regional Conference will be held March 4, 5 and 6, 1948 in Cleveland, Ohio. Headquarters are at the Hotel Cleveland. The Chairman is Mr. William I. Lacy, Executive Director, Children's Services, 1001 Huron Road, Cleveland 15, Ohio.

The Midwestern Regional Conference will be held March 11, 12 and 13, 1948 in Milwaukee, Wisconsin. Headquarters are at the Schroeder Hotel. The Chairman is Miss Margaret Winchell, Executive Director, Children's Service Society of Wisconsin, 734 North Jefferson Street, Milwaukee 2, Wisconsin.

* Please note change. This conference was originally scheduled for January.

BOOK NOTES

UNTO THE LEAST OF THESE. By Emma Octavia Lundberg. D. Appleton-Century Company, Inc., 1947. 424 pp. \$3.75.

Probably most BULLETIN readers have already seen several of the numerous reviews of Miss Lundberg's book.

When I first heard of the appearance of this book my undercover remark to myself was "What, another child welfare book!" When I began reading it the "why" of another book was soon answered. In the opening sentence of the Foreword Miss Katharine F. Lenroot says, "This book is the fruit of a life devoted to the search of truth concerning the needs of children and the efforts of society to make wise provision for 'the least of these.'" It is well to note that sentence carefully and to register the fact that it is a life devoted not only to the search for truth but also devoted to efforts to do something about the needs discovered. In other words, here is a book that is not only comprehensive but also has maturity. It is not a book of unproved theory but one founded on long, thorough-going experience and written by a person who has reflected upon her experience until her conclusions have become sound and established convictions.

As I started reading, I was first impressed with the amazing amount of factual material, statistical and otherwise. A large number of items about which I had a general notion appeared on these pages in particular correctness. As one reads, he does not have to approximate dates or numbers; they are here, and in abundance. Generally, when such material is supplied for us in a book it is, as my librarian daughter once said, "dull as soap"—but not in this volume. Miss Lundberg's amazing accomplishment is that she not only has all this factual material at her command but also is able to write a readable, often eloquent, story, with the factual material woven in as a sort of soil from which a sound philosophy takes root.

From time to time we all need a new comprehensive statement about the general proposition of the care of dependent children. Years ago we had it from Homer Folks (*The Care of Destitute, Neglected, and Delinquent Children*, 1907), at another time from Henry W. Thurston (*The Dependent Child*, 1930), and now we have the story carried on to this day by Miss Lundberg. How fortunate that in each instance we have had an experienced, well-informed, mature person of high quality to give us each of these grand summaries!

If you wish to orient yourself in the beginnings of child care in this country; if you wish to get the picture of the long steady growth of measures and agencies for the safeguarding of these bereft children; if you wish to improve your statistical information or lack of it; if you wish to know exactly when, where and how these agencies and ideas had their origins; if you wish to become better acquainted with men and women who have led us in this long, progressing undertaking, read this book.

It is an inspiration to meet a group, as it were, the "pathfinders of the middle years," introduced to us again by one who kept company with them along the way. Here we meet Dr. Walter E. Fernald; Mrs. Kate Waller Barrett; Dr. Hastings H. Hart; Mrs. Florence Kelley; Julia C. Lathrop, "A Great Public Servant"; Dr. Rudolph R. Reeder; Monsignor William J. Kerby; Grace Abbott, "Valiant defender of the rights of children"; Dr. Carl C. Carstens, "Interpreter of the needs of dependent children"; Mrs. Martha P. Falconer, "Friend of the delinquent girl"; David C. Adie, "Administrator of state social-welfare services," and others. It is, of course, hazardous for a writer to name a list like this, as questions are apt to be raised as to why some are in and some are not. Certainly no one will question the naming of anyone appearing in Miss Lundberg's list. The only question arises as one thinks of others who might

have been included—Prentice J. Murphy, for example.

This book can be read with equal profit and satisfaction by both the professional person and the layman. In our own agency, we are commending it to all our board and committee members, and givers. We are telling them that Miss Lundberg can be as factual (indeed more accurately so) as any of the would-be factual and hard-boiled people among us these days. At the same time she can be as poetic and spiritual as a leader should be.

The book contains a very comprehensive reading list. It should be in the library of all children's agencies and I am sure most of us workers will want to own it and have it at hand for ready reference and frequent reading. Thousands of citizens would realize big dividends on the purpose and reading of this book in their own homes. Its spirit cannot better be expressed than it is by Miss Lundberg's Epilogue from her own pen:

FOR EVERY CHILD

Music of wind in the forest, soft sward of the meadow,
Snow-covered hills and quiet valleys,
Sea gulls in flight, white heron in the marshes,
Sunlight through yellow leaves, mystic beauty of flowers,
Warm sun and pure air and vigor of growing bodies,
Love of parents and family joys and sorrows,
Carefree play and simple tasks of daily life,
Treasures hidden in books, ecstasy of expanding thoughts,
Thrill of achievement and strength from undaunted failure,
Faith in the Power guiding the universe,
All were created
For EVERY child.

CHENEY C. JONES, *Superintendent*
The New England Home for Little Wanderers
Boston, Massachusetts

CHILDREN OF THE CUMBERLAND. By Claudia Lewis. Columbia Press, N. Y., 1946. 217 pp. \$2.75.

All workers who see and talk with children, plan with and for them, will find Miss Lewis' book a delightful experience. Reading it one learns to know better not only the David and Stephen and Rosalie about whom she writes but their counterparts in homes, schools and other institutions throughout our country. In one of few books available which considers the child as a total personality rather than an assemblage of many parts, Miss Lewis studies and reports on two groups of children. The first is a group of children in their day-by-day living at the Harriet Johnson Nursery School in New York City. In the heart of Greenwich Village, she had worked with a vigorous, healthy group of nursery school-age boys and girls among whom there were some disturbed

children. Their behavior was distinctly different from that she describes in the second group of southern mountaineer children. So many questions occurred to Miss Lewis about the differences she found that they led to the writing of this book. She believes that the problems which she discusses after a study of the two communities in which her major work has been done, have implications for education and child welfare. For those who are today planning programs for children, here is material which will make all readers think and arrive at some conclusions even though they may differ from that of the author.

The Cumberland Plateau is the region which is primarily in focus. In connection with her work of opening a nursery school in Summerville, Tennessee, for children three to five, Miss Lewis began to study the community and the family life of the children with whom she worked. Quiet, shy, unresisting behavior was the usual pattern. Was this to be accepted as also meaning good adjustment in general? All the self-assertion, the talented performance with materials, the creativity, and also the frequent rebellions of the New York City children were absent. Using Summerville as a laboratory the author then tries to trace the early beginnings of child behavior. Through innumerable verbatim records of conversations of children and of home and school incidents we watch the children with their family groups. With wide outdoor space these children don't feel cooped up and oppressed from close quarters as does the city child; the extreme heat of the summer or cold of the winter both encourage placidity; nutritional lacks slow up the usual mental picture of child activity. But Miss Lewis' interpretation of the psychological factors are perhaps the most challenging. Here are children who meet few prohibitions, seldom are they deprived of either parent or of the security of feeling a part of the family group. Life is less complicated by the culture in which these children live and they can take the necessary hurdles as they come. But is this placid life for the child of the southern mountains one that gives him the opportunities for personal development? Or does the city child, though often overstimulated and troubled, have the greater advantage?

Is conflict an asset in child development? Does the child who has a placid quiet life come through with greater poise and power later? What are those things in the life of an individual which contribute most to growth, those which are most injurious? Miss Lewis has given us live observations which charm as well as reveal with sensitivity the "feeling" life of a child. This approach to the study of children is fresh and valuable. It opens another avenue of study and re-

search through study of the child in his own life environment including school. But school is part and parcel of his living because it is not a classroom process. The school and teacher moved out into the community; the children get picked up and delivered; the teacher visits the sick children, has supper in the children's homes—goes to the burials or marriages as do the babies too small to walk. Every caseworker, teacher, nurse will be able to see herself in this book. It deals with real situations in human relations. In the reader's identification with the author in her visiting and recording there will also be a new or renewed awareness of the many problems of personality development which still need study.

AMY HOSTLER, *Dean*
Mills School, New York City

COUNSELING AND PROTECTIVE SERVICE AS FAMILY CASE WORK:
A Functional Approach. Edited by Jessie Taft. Pennsylvania
School of Social Work, 1946. \$1.50.

This review will concern itself with the introduction and three papers which constitute Part II, Protective Service, of this pamphlet. The first paper deals with protective service for children in the County Welfare Boards of Maryland, and the other two papers deal with the service in the Baltimore Department of Public Welfare.

This material constitutes a significant contribution to the literature in the field of protective services for children. For agencies which have been using the casework approach to protective service the successful case illustrations will be nothing new. The recognition of the validity of protective service as a casework function by the Pennsylvania School of Social Work will be greeted with enthusiasm by those in this field who for some time have been developing protective service on a professional level. There is in these papers a careful analysis of the factors which make protective work a specialized as well as challenging and difficult casework function. The agency's authority, parental responsibilities, and the responsibility of the caseworker in the helping process are recognized. There is a clear demonstration of how authority can be used constructively as a casework tool. The point is made that while some parents recognize their problems and seek a solution by going to a family agency or a child placing agency, others do not take even first steps to relieve their difficulties and thus allow the disorganization of their family life to grow worse and worse. Thus the protective agency comes into the picture on the basis of community disapproval of a situation which might lead to legal action against the parents if it continued. The

minimum standards suggested by the agency as criteria for child care are:

"Children need to have care from their parents, physical care that includes a reasonably decent place to stay, sufficient food, suitable clothing. Children need constant and consistent attention from an adult. It is not right, in fact it is dangerous, for children to be left alone for any long periods of time. Children of school age need a supporting kind of help from their parents to get to school regularly, on time, and sufficiently presentable so that they are not set off from other children. Children need control, discipline and direction from their parents. They cannot wander about day or night with no one being responsible to know where they are or what they are doing without getting into trouble."

If many of these essentials are missing, something very troubling is happening in the home and something must be done to change the situation. The parent has a choice in regard to using the service, he is aware of why the worker has come, and the responsibility which the worker has both to him as a parent and to the community. The service is interpreted as a helping process, not one which takes over the parent's responsibility.

The Pine case illustrates the worker's process of helping two parents who have grown away from each other to become responsible for their six children.

The second case is one which comes to the protective service for children in the City Department of Public Welfare. In this situation the case is referred to the protective service after the court hearing. The court gives the agency authority to follow the situation and the explanation of what the service means, what responsibility the parents are expected to carry, is related to them by the supervisor of the service.

In the third paper we find a worker with previous experience in the protective field also carrying a case in this city department which is referred by the children's division to the protective service.

As is noted in the conclusion, a number of protective agencies have been developing the kind of service illustrated by these papers. There is undoubtedly all too little of this type and quality of service being given. These papers make a contribution to the literature which should reinforce the convictions of those who are developing protective services for children, whether in one type of setting or another. The basic philosophy is the same, that children can best be protected through the agency's helping their parents to become responsible parents. These papers reinforce the conviction that protective service is a helping process and that the overworked confusion in regard to authority is more of an intellectual fallacy than a practical difficulty.

ROBERT M. MULFORD, *General Secretary*
Massachusetts S.P.C.C.